



**Submission: Views on different elements of the work programme on just transition pathways referred to in paragraph 52 of decision 1/CMA.4**

September 2023

*Climate Action Network (CAN) is a global network of more than 1,900 civil society organisations in over 130 countries driving collective and sustainable action to fight the climate crisis and to achieve social and racial justice. For information on this submission and our work on Just Transition, please contact [fdattesi@climatenetwork.org](mailto:fdattesi@climatenetwork.org)*

### Overarching considerations related to the work programme

#### Rationale:

- In a world where inequalities, poverty and precarious work abound, climate policies must embrace the need for a **Just Transition, ensuring synergy between climate action, social justice and the reduction of inequalities between and within countries.**

In the context of UNFCCC, we would like to see:

- **all countries developing inclusive, rights-based just transition strategies** to achieve Paris goals, including:
  - Anticipation of social, economic and environmental impacts, including the recognition of historic and current injustices and inequalities.
  - Human, labour, gender, Indigenous Peoples' rights respected.
  - Planning and creation of decent work alternatives for those impacted, including through job guarantee programmes.
  - Inclusion for workers, their trade unions and communities at all levels of decision-making, including Free Prior Informed Consent mechanisms.
  - Social protection, including minimum income programmes.
  - Investment and economic diversification.
  - Ecosystem restoration and handling of environmental impacts left by polluting sectors.
  - Dedicated components focused on regional/local realities and needs.
  - Institutional frameworks for coordinating action across multiple actors implementing the strategy.
- **support mechanisms** for:
  - workers and communities to exit polluting sectors.
  - countries with limited capacities to diversify their economy away from polluting sectors and be able to support their workers and communities. These support mechanisms must be based on UNFCCC principles, including equity and CBDR-RC.
- In the UNFCCC, the transition to 1.5C is being discussed in multiple work programmes (mitigation, adaptation, finance, etc) The work programme on just transition will be ideally placed to discuss the *justice* dimension of the transition.
- Addressing climate change and its current and future impacts requires rights, justice and equality to be embedded in climate action.

## The JTWP should:

- Take into account key principles for a just transition: distributional justice, procedural justice, restorative justice, intergenerational justice and their associated rights, and the transformative intent of the transition (that promotes alternative pathways that allows the emergence of practices of equality for all and local control, as well as a more robust democracy).
- Be based on the principles and provisions of the Convention and the Paris Agreement, reflecting equity and the principle of common but differentiated responsibilities and respective capabilities, in the light of different national circumstances.
- Recognize the different dimensions and just aspects of transition pathways to zero- emission, climate-resilient economies, at both the international and the national level.

## Scope

### Rationale:

- The mandate from 1/CMA.4 which
  - Affirms that sustainable and just solutions to the climate crisis must be founded on meaningful and effective social dialogue and participation of all stakeholders.
  - Emphasises that just and equitable transition encompasses pathways that include energy, socioeconomic, workforce and other dimensions, all of which must be based on nationally defined development priorities and include social protection (...) and highlights the important role of the instruments related to social solidarity.
  - Establish(es) a work programme on just transition for discussion of pathways to achieving the goals of the Paris Agreement outlined in Article 2, paragraph 1, in the context of Article 2, paragraph 2, with the work programme to be implemented in a manner that builds on and complements the relevant workstreams under the Convention and the Paris Agreement, including the work programme for urgently scaling up mitigation ambition and implementation.
- The need to ensure all relevant dimensions of Just Transition pathways for achieving the objectives of the Paris Agreement (domestic and international) are taken into account, discussed and provided guidance to, including, but not limited to just transition for the workforce as outlined in the preamble of the PA. Parties willing to engage on Just Transition pathways should obtain support from the multilateral system, as this will further advance the objectives of the Paris Agreement.
- Just transition must be right-based and the JTWP should serve to ensure this.

### Scope for the JTWP:

- “Just Transition pathways that include energy, socioeconomic, workforce and other dimensions, all of which must be based on nationally defined development priorities and include social protection” (excerpt from CMA.4 decision).
- A focus on areas identified by the IPCC as critical to secure 1.5 pathways: 1) energy system transitions, 2) land and ecosystem transitions, 3) urban and infrastructure system transitions, and 4) industrial systems transitions and how they intersect and could achieve simultaneously social justice within and between countries.
- As a matter of urgency, ensure learnings and guide further work on energy(e.g. focusing on employment, energy access, social, security, economic, financing, institutional and inclusion - ie involvement of communities and citizens- aspects of the just energy transition, including domestic work and JETPs).

- Initiate conversations on areas where JT discussions are only starting and create the space for sharing early work - industry, transport, health, gender, agriculture, adaptation, with the objective of finding common ground for elaborating recommendations.
- International cooperation on just transition (i.e. finance, technology, capacity and support).

## Objectives

### Rationale:

- In its last report, the IPCC flagged that the consideration of climate justice can help equitable sharing of benefits and burdens, especially for vulnerable countries and communities<sup>1</sup>. It also indicated that neglecting issues of justice risks a backlash against climate action generally, particularly from those who stand to lose from such actions, and it will also have implications for the pace, scale and quality of the transition<sup>2</sup>.
- Current efforts on just transition are dispersed and could lead to the loss of key principles underpinning the concept (such as the focus on workers' rights and decent work, social justice or the need for strong participation and consultation of communities in the design of Just Transition policies). Just transition is being discussed in several bodies/work programmes within the UNFCCC, mainly the Katowice Committee of Experts (KCI) on the Impacts of Response Measures, the Global Stocktake, the Mitigation Work Programme, the Standing Committee on Finance, the Gender Action Plan, and Green Climate Fund and future work programmes a just transition could be adopted on. It's fundamental for those conversations to proceed. However decisions need to follow those conversations and this is where the JTWP could fill the decision-making gap.
- There are also international/multilateral developments outside the UNFCCC on Just Transition, e.g. Just Energy Transition Partnerships (JETPs). The JTWP could serve as a catalyst of the multiple discussions and initiatives happening within and beyond the UNFCCC, indicating the most effective ways to advance action further and providing guidance for Parties to base their work upon when they develop partnerships further.
- Experience sharing, while useful and welcome, will not be sufficient to guide the multilateral system, support and deploy at scale Just Transition strategies.

### Objectives for the JTWP:

- Enhance a collective understanding by Parties and observers of possible just transition pathways and action to facilitate implementation.
- Share and synthesize knowledge, best practices, lessons learned and experience relevant to just transition pathways; This includes reporting on progress made on voluntary initiatives (i.e. JETPs), and providing recommendations for developing future partnerships to access support for Just Transition.
- Address gaps, barriers and challenges faced by those promoting Just Transition strategies with a view to unlocking or facilitating enhanced ambition.
- Serve as a space for accountability and peer-to-peer evaluation of just transition initiatives (ie JETPs).
- Recommend decisions to constituted bodies (on recommended processes, criteria, policy package) in order to ensure Just Transition principles are integrated coherently in all UNFCCC processes/workstreams.

<sup>1</sup> IPCC, Synthesis Report of the IPCC Sixth Assessment Report (AR6) - Longer Report, 2023, p.66.

<sup>2</sup> IPCC\_AR6\_WGIII\_Chapter17.pdf/ page 1769

- Design guidance for developing national JT strategies.
- Develop aspirational pathways to support actions at country and regional levels.
- Identify indicators that could be used domestically for monitoring progress on JT.
- Identify areas where international cooperation (financial, technical/technological, capacity) would be beneficial to accelerate action on JT, unlocking appropriate and available opportunities, resources and means of implementation support (finance, technology and capacity-building);
- Recommend ways in which we can ensure that just transition pathways can be pursued in an inclusive, affordable and sustainable manner, particularly for vulnerable groups such as local communities, Indigenous Peoples and workers and are based on meaningful and effective social dialogue, starting with the modalities of the JTWP itself.

### Institutional arrangements:

#### Rationale:

- In order to deliver on the objectives above, the JTWP needs to convene experts and practitioners from Parties and Observer Constituencies and provide them with the time to discuss and make recommendations for Parties to consider in the Contact Group Setting.
- Intersessional time is therefore required, and so is the identification of a group of experts that can steer the work in between sessions.
- CMA.4 decision emphasises the importance of ‘meaningful and effective social dialogue and participation of all stakeholders.’ Bringing key stakeholders to the table to negotiate decisions and co-lead the implementation of the plans about their own future, JTWP can also contribute to gaining greater trust and support for climate action.

### Institutional Arrangements for the JTWP:

- For the JTWP to be fit for purpose in delivering just transition, it should establish an **Advisory Body to the WP** that summarises progress, identifies areas where synergy, cooperation and further understanding are needed between sessions, and recommends actions for Parties to decide upon.
- The Advisory Body should be balanced between developed /developing country representation, from three backgrounds Party experts on JT, observer constituencies (notably TUNGO, ENGO, LGMA, WGC, IPO, YOUNGO and BINGO, as well as People with disabilities, which should become a constituency soon ), and IGO/Experts.
- 

### Modalities:

#### Rationale:

- The need to organise a Just Transition to deliver on the Paris Agreement will be with us on a permanent basis, this work programme should therefore be thought of as long term.

- Within the UNFCCC system, a way to ensure that the views and needs of rights-holders are represented, Observer Constituencies and other Non-Party stakeholders must be given a space in the negotiations.

### Modalities of the JTWP:

- Is implemented in an inclusive manner that builds on and complements both the relevant workstreams under the Convention and the Paris Agreement, and processes outside the UNFCCC on just transition pathways, including under relevant international and regional organizations working on just transition.
- Orients/guides other bodies' work and CMA on JT to avoid duplication of efforts. For example, the JTWP could analyse and synthesise work on just transition in all other bodies/work programmes and on the basis of the expertise in the Advisory Body, make recommendations to the CMA and to the other constituted bodies to further advance their work.
- Provides Observer Constituencies a possibility to meaningfully input, engage and support progress on Just Transition by granting them membership in the Advisory Body, inviting their inputs to the Work Programme, inviting the participation of groups inside and outside the UNFCCC in the discussions at expert level.
- Allows work to be developed in between SB sessions.
- Is open-ended, with decisions on a regular basis.
- In order to ensure the structure and process are fit for purpose in a rapidly evolving context, regular review is suggested with for example a first light review of the functioning and deliverables in CMA7 (2025).
- Receives guidance and direction from a high-level ministerial round table held at every session of the CMA starting with CMA 5 (November–December 2023), which will consider a summary of the activities of the work programme.

### Inputs, outputs/outcomes:

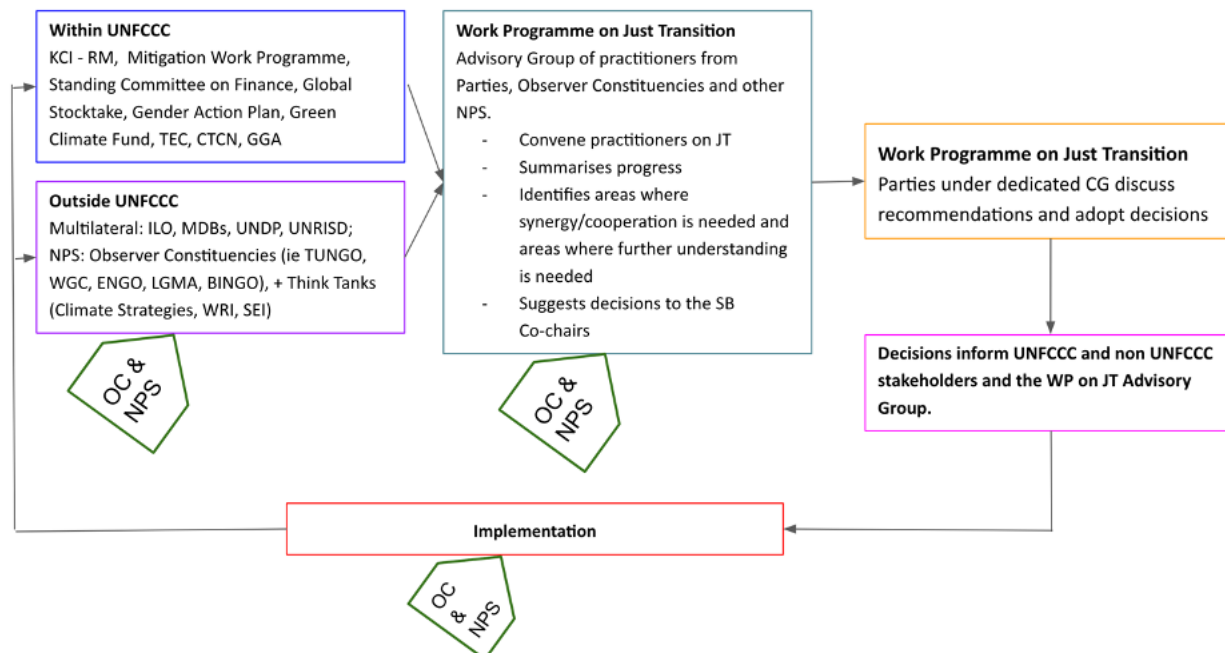
#### Rationale:

- For the JTWP to deliver a cohesive approach to JT it needs to go beyond the sharing of best practices and instead require recommendations and policy guidance.

- Inputs: The JTWP needs to build on Just Transition processes and work happening in and outside the UNFCCC. Multilateral organisations - ILO, MDBs (ADB, CIF), UNDP, UNRISD (JTRC) - as well as from observer constituencies, including communities impacted and/or involved, and think tanks would enrich the conversation.
- Outputs: synthesis and gaps analysis; recommendations and guidance for other constituted bodies, CMA and non UNFCCC; Guidance for developing national JT strategies; aspirational pathways to support actions at country and regional levels; indicators that could be used domestically for monitoring progress on JT; recommendations for international cooperation to accelerate just transition.
- Outcomes: Regular decisions

Annex I: Visual Representation

The following graph aims at visually representing a simplified version of how the JTWP could work:



Annex II: Potential Sequencing

Potential sequencing:	
2023	Draft decision on structure and elements of the WP defined at the SB58 Submissions from Parties and Non-Party Stakeholders High Level Ministerial (with climate/environment ministers but also ministries of Labour, Economy and Development). Work Programme Defined at COP28/ CMA5
2024	Decision to CMA/Relevant Bodies Formation of the Advisory Body - first activities Annual report by Advisory Body + Secretariat and draft recommendations - negotiated under CG under SBSTA/SBI
2025	Review process at COP30
2027	Take stock and provide input to GST in 2028
...	

### Annex III: Recap on Justice Definitions & Just Transition (Excerpts from CAN Guidance on Just Transition)

In the past years, a substantial amount of work has been done in the academic field to codify justice's different dimensions, several of them applicable to the notions of justice underpinning the Just Transition. It is important to spell them out to better guide policy decisions:

- **Distributional Justice:** A Just Transition distributes fairly the cost and benefits of actions to protect all life from climate chaos, paying particular attention to workers (ie those in the fossil value chain and in other sectors impacted by climate measures, organised in trade unions, as well as those in precarious and informal jobs and the unemployed) poor households, communities, youth, women, people with disabilities, affected by the shift away from climate-damaging sectors. In particular, this means wealthy countries, corporations, military, and elites must immediately begin moving away from a linear economy model that relies upon constant, increasing extraction, to a circular economy model, in which extraction and waste are minimised and all products are kept in use for as long as physically possible.
- **Procedural Justice:** A Just Transition ensures inclusive and equitable decision-making process guiding the transition, and collective ownership and management of the new, decarbonised energy system by the community stakeholders and right-holders<sup>3</sup>. Such an approach implies institutional change and structural evolution of the system so that distributional injustices do not re-emerge. It implies Just Transition not only “compensating” those affected but reforming the institutions themselves. It entails implementation of new forms of governance.
- **Restorative Justice:** A Just Transition addresses historical damages against individuals, communities, and the environment, and health with a particular focus on rectifying or ameliorating the situations of colonised, harmed or disenfranchised communities and at-risk environments. It is about redress: healing people and the land<sup>4</sup>. The impacts of extractive industries on communities and territories are complex and cut across multiple dimensions. The search for restoration must therefore be intersectional and respectful of those complexities.
- **Intergenerational Justice:** A Just Transition is guided by the urgency of protecting all life on this planet so that future generations can have a healthy and prosperous life. This implies being guided by the latest available science when it comes to reducing emissions and extraction, protecting biodiversity, eliminating hazardous chemicals, preserving water, among others and doing so at the fastest possible pace while also identifying in advance potential risks caused by the transition. It includes radically changing the dominant economic model from linear to circular as quickly as possible.

In addition to these four dimensions of Justice, there is a fifth element, related to the transformational intent pursued with Just Transition that is to be kept front and centre:

- **Transformational intent:** A Just Transition promotes alternative pathways that undermine the dominant economic system, bringing together short term policies with a system critical approach, which allows the emergence, within relatively “feasible” policies, of practices of equality for all and local control, of a more robust democracy where gender, race and class bias fades into the past<sup>5</sup>. A transformative Just Transition intent ensures a contribution to dismantling systems of oppression (racism, patriarchy, classism, ableism) that are deeply rooted in contemporary societies.

---

<sup>3</sup> JTRC, Mapping Just Transition(s) to a Low-Carbon World. UNRISD, RLS, ULIP.

<sup>4</sup> Presidential Climate Commission (2022). [A Presidential Climate Commission Report: A Framework For A Just Transition In South Africa](#).

<sup>5</sup> Labour for Sustainability.